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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations

International cooperation on humanitarian assistance in the field of natural disasters, from relief to development

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 70/107, in which the Assembly requested the Secretary-General to continue to improve the international response to natural disasters and to report thereon to the Assembly at its seventy-first session. The report provides an overview of disasters associated with natural hazards that occurred during the reporting period and analyses a number of thematic issues. It focuses on current challenges and opportunities to strengthen humanitarian action, including the El Niño phenomenon of 2015/16 and the new global policy agendas; on a new way of working, with a shift from delivering aid to ending need; and on displacement in the context of disasters and climate change. The report provides an overview of progress made in strengthening international cooperation in this regard and concludes with recommendations for further improvements.

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I. Introduction

1. The present report has been prepared pursuant to General Assembly resolution 70/107, in which the Assembly requested the Secretary-General to continue to improve the international response to natural disasters. It covers calendar year 2015.

II. Year in review

A. Disaster data for 2015

2. For 2015, the Centre for Research on the Epidemiology of Disasters (CRED) registered 346 reported disasters[1] which killed an estimated 22,773 people, affected 98.6 million people and caused $66.5 billion in economic damage. The Asia-Pacific region was hit the hardest, with 42 per cent of all disasters, 60 per cent of all people affected and 72 per cent of all deaths by disasters occurring worldwide.

3. The Internal Displacement Monitoring Centre estimates that more than 19.2 million people were newly displaced by disasters in 2015 — more than twice as many as by conflict and violence.[2] Although lower than the annual average of 25.4 million since 2008, this figure reflects a longer-term upward trend in displacement since the 1970s.

4. The World Meteorological Organization reported 2015 as the hottest year on record and this, according to CRED, contributed to the loss of over 7,300 lives because of heat waves. During the year, 32 major droughts were recorded, more than double the annual average between 2005 and 2014. The droughts affected 50.5 million people, and many of them have continued into 2016, particularly in Africa. Direct economic losses due to disasters remained below the annual average of $147 billion seen in the past 10 years. The most economically costly disasters were the earthquakes in Nepal in April and May 2015, costing a combined $7 billion in estimated damage and losses, according to the post-disaster needs assessment led by the Government. Nevertheless, the number of disasters, deaths and people affected remained lower than the annual average between 2005 and 2014. The lower number of deaths can partially be explained by advancements in disaster risk reduction, in particular early warning and evacuations.

B. Overview of disasters associated with natural hazards

5. The 2015/16 El Niño phenomenon was one of the strongest on record and has affected tens of millions of people since it was confirmed in May 2015. Changes in temperature and precipitation patterns induced by El Niño contributed to deteriorating food security, nutrition, health and sanitation worldwide, with a serious social, economic and environmental impact. The most substantial increases in humanitarian needs linked to the phenomenon were reported in East Africa, Southern Africa, South and Central America and the Pacific islands. Eight countries

[1] Excluding epidemics and insect infestations.

[2] Excluding displacement related to drought, gradual processes of environmental degradation and biological hazards, such as epidemics.

declared a national state of emergency, while a number of others declared states of emergency in particular regions.

6. El Niño rendered an estimated 18.5 million people food insecure across East Africa by December 2015, with a 64 per cent increase during the last four months of the year. Ethiopia was the country most affected by El Niño. The country endured its worst drought in 50 years, with more than 10.2 million people needing humanitarian food assistance by the end of the year, compared with 2.9 million in early 2015. Flooding exacerbated by El Niño killed nearly 100 people in Kenya, displaced some 300,000 people across East Africa and affected the severity and spread of cholera in the United Republic of Tanzania. Heavy rains affected about 145,000 people throughout Somalia, in addition to some 770,000 people in the Democratic Republic of the Congo. A further 385,000 people were affected by drought in northern Somalia. Excessive rainfall caused floods and landslides throughout Burundi, which destroyed more than 30,000 hectares of crop fields. Around 50 people were killed and more than 15,000 households were directly affected by damage to or destruction of their homes.

7. In Southern Africa, by the end of the year, drought induced by El Niño left an estimated 28 million people food insecure, of whom 15.9 million were unable to meet their basic food needs without external assistance. It was predicted that the situation would continue deteriorating until early 2017. In Swaziland, food insecurity increased by 60 per cent between July and December, while in Zimbabwe 30 per cent of the rural population was affected. In Malawi, the drought followed major flooding that occurred earlier in the year and left 230,000 people displaced.

8. The Sahel remains one of the regions most affected by climate change, with increasingly unpredictable weather patterns threatening agricultural livelihoods and contributing to the food insecurity of over 20 million people in the region: 6 million of them require urgent food assistance and 20 per cent of children under 5 years of age are malnourished. Nearly 103,000 people were affected by flooding in the Niger and more than twice that number in Nigeria throughout 2015.

9. In 2015, Asia and the Pacific continued to be the world's most disaster-prone region, with 174 disasters reported by CRED. Some 4.7 million people throughout South and South-East Asia were affected by heat waves and severe drought related to El Niño. Across the Pacific region, more than 3.5 million people were affected by drought, including increased rates of malnutrition and water shortages affecting the delivery of care at health facilities. Nepal suffered two consecutive earthquakes in April and May, which killed more than 8,800 people, left 5 million people in need of humanitarian assistance and destroyed more than 600,000 homes. In March, Tropical Cyclone Pam caused widespread damage in Vanuatu, affecting 70 per cent of the population and killing 11 people. Early warning systems and effective evacuation helped to prevent an even higher death toll. Typhoons Koppu and Melor hit the Philippines in October and December, respectively, killing several dozen people, temporarily displacing about 1 million people and damaging more than 400,000 homes. Pre-emptive evacuations to safer ground, as part of the Government's preparedness and response efforts, helped to save lives.

10. In India, a heat wave killed nearly 2,250 people in May. In Bangladesh, heavy rainfall at the end of June caused landslides and flooding which affected over 1.4 million people. The following month, Cyclonic Storm Komen affected approximately 2.6 million people, also affecting India and Myanmar. Floods and

landslides devastated parts of India, killing more than 750 people, while heavy flooding affected 12 of the 14 states and regions of Myanmar, killing 172 people, destroying crops and farmland and temporarily displacing 1.7 million people. In Pakistan, 1.6 million people were affected by floods, while in October an earthquake measuring 7.5 on the Richter scale left 280 people dead and damaged over 100,000 houses. In Afghanistan, the same earthquake killed 117 people, damaged more than 18,000 homes and left an estimated 130,000 people in need of humanitarian assistance.

11. In 2015, 12.9 million people were affected by disasters in Latin America and the Caribbean. In Central America, more than 4.2 million people were affected by drought conditions linked to El Niño, with 2.8 million people in need of humanitarian assistance, mostly in Guatemala and Honduras, which were the most severely affected. In Haiti, drought, aggravated by El Niño, made 3.6 million people food insecure and nearly 1.5 million severely food insecure. In Mexico, Hurricane Patricia — the strongest category 5 hurricane ever recorded in the western hemisphere — destroyed or damaged around 10,000 homes and caused considerable damage in the agricultural sector. As a result of robust preparedness and risk reduction efforts, no lives were lost and damage to infrastructure, services and homes was minimized. In September, an earthquake measuring 8.3 on the Richter scale struck Chile and triggered a tsunami. Disaster risk reduction activities, timely tsunami warnings and the evacuation of up to 1 million people in coastal areas helped avoid greater losses similar to the 2010 earthquake and tsunami. In Colombia, more than 547,000 people were affected by natural disasters.

12. In Yemen, Tropical Cyclone Chapala and Tropical Cyclone Megh affected more than 1.1 million people. Over 50,000 people were displaced or temporarily evacuated from coastal areas.

C. Funding trends related to natural disasters

13. Global humanitarian funding reported to the Financial Tracking Service of the Office for the Coordination of Humanitarian Affairs amounted to $20 billion in 2015. Of this, the sum of $714 million, or 4 per cent, was reported in relation to emergencies classified as natural disasters. The largest amount of funding, $533 million, or 75 per cent, was used for the Nepal earthquake.[3] Increased funding is required in the future in order effectively and adequately to address the needs of all affected populations in emergencies caused by natural disasters where the response remains underfunded.

14. The Central Emergency Response Fund disbursed $469.6 million in 2015, of which $143.1 million was spent on the response to natural disasters in 20 countries, representing more than three times the amount of funding disbursed to respond to natural disasters in 2014. Allocations included $90.1 million for response to droughts, $27.3 million for floods, $19.1 million for the Nepal earthquake, $5 million for Tropical Cyclone Pam in Vanuatu and $1.5 million for Typhoon Koppu in the Philippines. Some $59 million was allocated in response to El Niño from July to December 2015. The Fund was also one of the first contributors to

[3] As at 9 June 2016.

support response efforts in the aftermath of the Nepal earthquake, announcing a $15 million allocation to launch urgent relief within 48 hours.

15. The scale and intensity of emergencies in 2015 point to the need for a larger, more robust Central Emergency Response Fund commensurate with the range of response required to address increasing global humanitarian needs in the future. The Fund used its reserves ($67 million) to supplement contributions received for 2015 ($403 million) for support for life-saving work of humanitarian partners in 45 countries. Adequate annual funding is essential for ensuring the ability of the Fund to respond to increasing humanitarian needs and effectively meet its mandate. To this end, the Secretary-General has called for the Fund's annual funding target to be increased to $1 billion by 2018.

III. Future challenges and opportunities to strengthen humanitarian action in the context of disasters and climate change

16. CRED recorded an average of 335 weather-related disasters annually between 2005 and 2014, an increase of 14 per cent over the period 1995-2004 and almost twice the level recorded in the period 1985-1994. Although it is difficult to determine the percentage of this increase which is due to climate change, predictions of more extreme weather in the future almost undoubtedly mean that an upward trend in weather-related disasters will continue in the coming decades. Already millions of people face recurrent disasters which leave them increasingly vulnerable to new shocks and dependent on humanitarian assistance and protection. A comprehensive approach to managing disaster risk is required to save lives, reduce health impacts and protect livelihoods in the future, involving risk-informed sustainable development, strengthened preparedness and improved early warning that leads to prompt early action, coupled with effective response and recovery.

17. Climate change, extreme weather events and other disasters pose a threat to the eradication of poverty, the achievement of sustainable development and the enjoyment of human rights. They underline the urgent need to expedite efforts to reduce greenhouse gas emissions and tackle underlying risk drivers such as the consequences of poverty and inequality, unplanned and rapid urbanization, the unsustainable use of natural resources and environmental degradation, food insecurity, water scarcity, vulnerable health systems, weak institutions and non-risk-informed policies. Future efforts to reduce disaster risk and build resilience must recognize that population growth and uncontrolled building on floodplains and hazard-prone coastal zones will continue to expose increasing numbers of people and economic assets to extreme weather events. Considering the anticipated adverse impact of climate change and extreme weather events, together with the resulting likelihood of increased human and economic losses, all investment in sustainable development should be informed by risk. When disasters take place, humanitarian assistance and protection must enable recovery that helps people to rebuild more effectively in a risk-informed manner and maintain the trajectory of sustainable development.

18. Women and girls are disproportionately affected by disasters and exposed to risk, including risk to their health. The need for uninterrupted provision of sexual and reproductive health services during a disaster and in the post-disaster recovery

phase is specifically recognized in the Sendai Framework for Disaster Risk Reduction 2015-2030. Women and adolescent girls are also at greater risk of sexual and gender-based violence, including rape, early and forced marriage and trafficking. Women's participation is critical for effectively managing disaster risk and designing, resourcing and implementing gender-sensitive policies, plans and programmes.

A. Best practices and lessons learned during the El Niño event of 2015/16

19. The level of mobilization for the 2015/16 El Niño event was better than it was for previous events and incorporated many lessons learned from previous disasters. Early warnings translated into targeted preventive measures and timely action more effectively than in previous events, thanks in part to strengthened inter-agency and government systems and effective links to decision-making. Starting in mid-2015, humanitarian actors stepped up risk analysis and assessment, preparedness and response efforts, and the Central Emergency Response Fund funded early life-saving activities. Humanitarian actors worked with governments and development partners to refocus existing development and disaster risk reduction programmes and climate change adaptation strategies to enhance the resilience of affected communities, and encouraged donors to provide prompt and flexible funding. Humanitarian actors stressed the need to work closely together with development actors, on the basis of comparative advantage, to reduce vulnerability and support a return to self-reliance as quickly as possible. High-level events were organized with development partners and the World Meteorological Organization to encourage those links while, at the field level, country teams worked to achieve greater coherence in their efforts.

20. Many challenges remain, however. Although response efforts were mobilized more quickly than during previous events, the response was still too little, too late. Efforts to turn early warning into early action are still hampered by a lack of willingness to act on the basis of forecasts and the lack of agreed triggers for action and timely funding. Despite significant early investment from some affected Member States and international partners, and despite abundant evidence of the human and financial case for early action, the mobilization of resources on an adequate scale in the early stages of a slow-onset emergency remains a fundamental challenge that limits the impact and timeliness of the response, in respect of saving lives and in other areas. The use of crisis modifiers, which allow for some flexibility within already allocated development funds or mechanisms by injecting emergency funds into existing development programmes, is an example of a practice that could be increased and enhanced. Many of the countries most affected by El Niño did not have a large presence of international humanitarian actors before the onset of the event, necessitating a surge in international capacity at a challenging time when humanitarian actors are overstretched by continuing needs around the world. Increased and coordinated early action by affected States and their development partners to reduce risks and build community resilience can help to prevent the loss of life and livelihoods and reduce the need for humanitarian assistance and protection.

21. The El Niño event of 2015/16 highlighted the fact that slow-onset crises require different tools from rapid-onset crises, with cyclical rather than linear models that scale up and down as needed. Enhanced tools and methodologies are

required to improve monitoring of drought and assessment of its impacts. Humanitarian actors have set out to work with all relevant stakeholders to develop a set of standard operating procedures with agreed actions that need to be taken, within agreed time frames, to ensure timely risk reduction, preparedness and response to future events, when forecasts warn of a high chance of an El Niño or La Niña event occurring. Those measures will incorporate updated standard humanitarian preparedness tools, in particular the Emergency Response Preparedness approach of the Inter-Agency Standing Committee. The need to promote context-specific understanding about appropriate early action and robust collaboration between humanitarian and development actors from the start will be critical in those efforts.

22. Conscious of the likelihood that climate change could make future El Niño events more intense and frequent, on 20 May 2016 the Secretary-General appointed two Special Envoys on El Niño and Climate, Mary Robinson of Ireland and Macharia Kamau of Kenya. The Special Envoys will lead advocacy and resource mobilization efforts for El Niño response and climate resilience, building on the Sendai Framework, the Paris Agreement under the United Nations Framework Convention on Climate Change and the Sustainable Development Goals. The Special Envoys will focus on raising support for the humanitarian response in El Niño-affected countries, while also working for increased preparedness and early action to prepare for a possible La Niña episode in the near future, and on promoting solutions aimed at mitigating risks and building resilience against future climate events through a human security approach that is people centred, context specific, comprehensive and prevention oriented. The work of the Special Envoys is supported by the United Nations Trust Fund for Human Security.

B. Global policy agendas: a new era for working better together

23. The year 2015 was a momentous one for global policy agendas, with the adoption of the 2030 Agenda for Sustainable Development, the Sendai Framework, the Addis Ababa Action Agenda of the Third International Conference on Financing for Development and the Paris Agreement, followed in 2016 by the outcomes of the World Humanitarian Summit and the expected outcomes of the United Nations Conference on Housing and Sustainable Urban Development (Habitat III).

24. The 2030 Agenda forms a common results framework whereby development and humanitarian actors can work together to build resilience and support the most vulnerable people and countries. It recognizes how climate change, disasters, forced displacement, humanitarian crises and global health threats such as epidemics and pandemics threaten to reverse much of the development progress made in recent decades. The 2030 Agenda makes a commitment to leaving no one behind and reaching the furthest behind first, specifically including refugees, internally displaced persons and those living in areas affected by complex humanitarian emergencies. Multiple targets for disaster risk reduction and resilience under the Sendai Framework and various Sustainable Development Goals will help to ensure that sustainable development efforts are informed by risk.

25. The Sendai Framework is the principal guiding document endorsed by the General Assembly to integrate disaster risk reduction across the United Nations system. It provides a people-centred, holistic disaster risk management approach at

all levels and is the main platform for collective and mutually reinforcing action to achieve the Sustainable Development Goals related to disaster risk reduction. The revised United Nations Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk-informed and Integrated Approach to Sustainable Development ensures that the implementation of the Sendai Framework by the United Nations contributes as effectively as possible to a risk-informed and integrated approach to the achievement of the 2030 Agenda, especially by building resilience against disasters and climate change and supporting national and local preparedness and response capacities.

26. The Addis Ababa Action Agenda acknowledges the potential of development financing for reducing vulnerability to disasters. It recognizes the need for coherent development and humanitarian financing to ensure timely, comprehensive, appropriate and cost-effective approaches to managing disaster risks, through innovative financing mechanisms and other means and by strengthening national and local capacity complemented by international assistance.

27. In the Paris Agreement, governments acknowledged the importance of climate change adaptation and disaster risk management in reducing the loss and damage associated with the adverse impacts of climate change, and agreed to strengthen the adaptation capacity of countries and communities and to provide enhanced international support for developing countries. The mutually reinforcing goals and objectives of the Sendai Framework and the Paris Agreement are already being capitalized on, for instance through the Secretary-General's Climate Resilience Initiative — Anticipate, Absorb, Reshape. This initiative aims to strengthen climate resilience among vulnerable countries and people, with a focus on areas such as early warning, preparedness, insurance, social protection and integration of resilience into urban planning.

28. The commitments arising from the World Humanitarian Summit included helping vulnerable people and countries to prevent, prepare for and build resilience against disasters and the impact of climate change. The Summit made a commitment to increasing support and collaboration with local actors to strengthen their capacity, reinforce community resilience and scale up social protection. Relevant outcomes of the Summit include specific follow-up actions to improve understanding, anticipation and management of disaster and climate-related risks and ensure a more comprehensive engagement between humanitarian, development and climate change communities, through multi-stakeholder partnerships, global policy agendas and other mechanisms.

29. Habitat III and its planned outcome document, the New Urban Agenda, will create an opportunity to address the increasingly urban nature of humanitarian crises more effectively and adapt humanitarian action in response to disasters, displacement and the adverse effects of climate change in such settings. To become more effective, humanitarian action needs to harness the opportunities available in urban settings, such as collaboration with local authorities and communities and expertise in risk-informed urban planning. To this end, 65 organizations launched the Global Alliance for Urban Crises at the World Humanitarian Summit, with specific initiatives pursued by a diverse set of partners committed to working together to enable at-risk urban societies to become more resilient against humanitarian crises.

30. A comprehensive and coherent approach to managing disaster risk will be essential, bringing together all stakeholders at national and subnational levels. The implementation of mutually reinforcing agendas should enable closer collaboration and coordinated approaches in building resilience against disasters and climate change, with a transformative impact on the lives of vulnerable people, leaving no one behind and achieving the Sustainable Development Goals. To ensure this, Governments and partners should fulfil the commitments they have made under those agendas in order to increase support for the most vulnerable countries and communities.

IV. New ways of working together: from delivering aid to ending need in the context of disasters

31. At the World Humanitarian Summit, the Secretary-General and the heads of eight United Nations entities,[4] with the endorsement of the World Bank and the International Organization for Migration, issued a joint commitment to action supporting the Agenda for Humanity and its new way of working to address the humanitarian and development nexus. This commitment by the key operational agencies of the Inter-Agency Standing Committee and the United Nations Development Group is guided by humanitarian principles and based on three core elements: (a) achieving collective outcomes which are forward looking, measurable and aim not only to meet emergency needs, but also to contribute to reducing risks and vulnerabilities and strengthening resilience; (b) working over a period of years in recognition of the reality of protracted crises and contributing to longer-term development gains; (c) making use of the comparative advantages enjoyed by various actors, including governments, municipalities, civil society, the private sector and international financial institutions.

32. The new way of working requires local systems to be reinforced rather than replaced, in line with the focus of the Sendai Framework, the 2030 Agenda and the Paris Agreement on building the capacity and resilience of local actors, communities and individuals as the first line of response, inter alia by ensuring community engagement in disaster risk management institutions, processes and decision-making. The Agenda for Humanity emphasizes that efforts to reduce people's vulnerability and strengthen their resilience must begin at the local level, with national and international efforts building on local expertise, leadership and capacities, as well as calls for responses to disasters that are as local as possible and as international as necessary. The One Billion Coalition for Resilience, an initiative to strengthen resilience among vulnerable communities by working together in global, national and local coalitions over the next 10 years, which was convened by the International Federation of Red Cross and Red Crescent Societies, will make a key contribution to advancing the Secretary-General's call in the Agenda for Humanity to place local actors at the forefront of specific action in this regard.

33. To be most effective, the new way of working needs to be tailored to each context. This requires a range of approaches applicable in specific contexts, which

[4] Food and Agriculture Organization of the United Nations, Office for the Coordination of Humanitarian Affairs, Office of the United Nations High Commissioner for Refugees, United Nations Children's Fund, United Nations Development Programme, United Nations Population Fund, World Food Programme and World Health Organization.

will help to determine the degree of collaboration between humanitarian and development actors and other stakeholders and the level of coordinated analysis, planning and programming compatible with humanitarian principles. Contexts prone to recurring natural hazards, including in particular El Niño and La Niña events, drought and seasonal tropical storms, are suitable for close collaboration between humanitarian and development actors and national authorities in pursuit of collective outcomes in reducing risks, vulnerability and need. Such efforts should include a comprehensive approach for managing disaster risk and building resilience, with a focus on preparedness and early warning as prerequisites for timely and effective response and recovery, as well as on strengthening national and local capacity. For development actors, this will require more risk tolerance, earlier engagement and more flexible programming adaptable to various contexts. Where development action is at an appropriate level, engagement between humanitarian and development actors can be enhanced to ensure optimal coordination and, ultimately, an exit strategy for international relief efforts.

34. For the humanitarian sector, the new requirement to anticipate, rather than merely react to, crises could transform the way disaster risk information feeds into humanitarian planning and action. Many participants in the World Humanitarian Summit supported the establishment of a global risk platform which will map and link approaches to assessment, monitoring and management of risk. The platform will look at short and long-term trends and the compounding effect of risks, including those related to disasters and climate change, and how they evolve over time. The platform will feed into the work of the Global Platform for Disaster Risk Reduction, which is the main global forum for coordination of strategic advice and development of partnerships for disaster risk reduction.

35. Another initiative launched at the World Humanitarian Summit is the Global Preparedness Partnership,[5] which seeks to strengthen preparedness capacities in order to achieve, by 2020, a minimum level of readiness for future disaster and climate risks, initially in 20 at-risk countries. The Partnership will seek to complement the mechanisms of the Inter-Agency Standing Committee, improving access to risk analysis and early warning and combining increased investment in preparedness with triggers and financing to ensure early action when disasters occur. It also complements investment in hydrometeorological information services supported by the Climate Risk and Early Warning Systems initiative, launched at the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change.

36. Open data and coordinated analysis are the first step in addressing the risks and needs of the most vulnerable people and most risk-prone locations. Shared understanding and analysis are prerequisites for the collective and effective management of complex, interconnected risks. Governments and regional and international actors should collect, analyse and monitor risk data before, during and after disasters to determine the type and level of response required. International support should be increased to strengthen national and local capacity and to

[5] Led by the Vulnerable 20 Group of Ministers of Finance of the Climate Vulnerable Forum, in collaboration with the Food and Agriculture Organization of the United Nations, Office for the Coordination of Humanitarian Affairs, United Nations Development Programme, World Food Programme and World Bank Global Facility for Disaster Reduction and Recovery.

overcome the lack of reliable data and evidence, inter alia through national loss and damage databases.

37. The Index for Risk Management (INFORM) is a global open-source humanitarian risk analysis tool supported by several United Nations agencies and external partners, which covers 193 countries and combines about 50 humanitarian risk indicators. It can help to build a shared understanding of humanitarian risks and preparedness needs among humanitarian and development actors, enable context-specific joint problem statements and prioritize investment in preparedness, all driven by data and analysis. Over the past year, INFORM has worked with local partners to develop subnational humanitarian risk models for Colombia, Lebanon, the Sahel and the Greater Horn of Africa. The INFORM subnational models use the same open approach and methodology and development process as the global model, but are adapted to regional or national risks and provide a higher level of geographical detail. They can assist in prioritizing investment in preparedness and resilience-building at those levels. INFORM will be working to implement subnational models in more regions and countries, owned and maintained by local partners but validated according to global standards.

38. At the core of the new way of working is the shift from addressing crises and disasters through individual short-term projects to delivering collective outcomes on a multi-year timescale, with indicators that measure progress at the level of outcomes rather than outputs. For this vision to be transformed into reality, empowered and effective leadership will be essential for ensuring coherent, collective and predictable collaboration and implementation of multi-year plans. Resident and humanitarian coordinators should be empowered to institute strong leadership for United Nations and partners' contributions to reducing need, vulnerability and risk, by bringing together the actors who can best deliver on those priorities (those with demonstrated comparative advantage, taking into account the responsibilities laid down in their mandates) and coordinating the delivery of the priorities. They should also play a substantial role in consolidating data and analysis, managing resources for multi-year plans and making use of the wider financing architecture that supports the achievement of collective outcomes, and in complementing national leadership to strengthen resilience and disaster risk reduction.

39. While it is important to work towards collective outcomes to reduce need, vulnerability and risk, retaining emergency capacity for a quick and effective disaster response to deliver urgent life-saving assistance and protection remains a central requirement. This should include the development of clear and effective thresholds and triggers for international response and early action. At the national level, legal preparedness and domestic rules, procedures and institutional arrangements for facilitating and regulating international disaster relief and recovery assistance should be developed and reinforced, especially in disaster-prone countries, following the principles set out in the Guidelines for the Domestic Facilitation and Regulation of International Disaster Response and Initial Recovery Assistance. Since the adoption of the latter in 2007, 23 countries have adopted new laws, rules or procedures drawing on the Guidelines. However, many countries still lack adequate procedures for facilitating and managing international relief efforts, despite research demonstrating that regulatory barriers continue to obstruct effective relief operations. To expedite the entry of incoming international relief supplies and strengthen national capacity, the World Customs Organization and Deutsche Post

DHL have committed themselves to expanding the modernization of customs, airport handling and logistics. In recognition of the increasingly central role of regional organizations in complementing national and international preparedness and response efforts, the Regional Organizations Humanitarian Action Network was established in 2015 and formally launched at the World Humanitarian Summit, with the aim of strengthening collaboration and exchanging good practices between regional organizations.

40. Additional ways of strengthening collaboration between different actors should be pursued. One example is the collaborative process of developing common humanitarian civil-military coordination standards within the framework of the multi-stakeholder Consultative Group on Humanitarian Civil-Military Coordination. The standards aim to put into practice and context the principles and concepts of the Oslo Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief in order to assist government, military and humanitarian actors at all levels, building on lessons learned from all relevant actors.

Financing the new way of working

41. Financing must become more predictable and diverse and extend over several years, making use of different financing options and tools to enable the achievement of collective outcomes rather than supporting institutional fragmentation and competing individual projects. To achieve collective outcomes in building resilience in the context of recurring disasters, financing should be flexible so that actors can adapt programming to evolving risks, shocks and needs. It should also help to exploit opportunities to harmonize humanitarian and development approaches, for example through consistent cash-based approaches that support and, when possible, operate through government social protection systems. Financing should be informed by priorities identified by the people involved and by data and analysis. Governments and other actors should dedicate resources to strengthening of national and local capacities and resilience. All investment in sustainable development should be informed by risk, and domestic resources, both public and private, should play a pre-eminent role in financing.

42. Diverse financing instruments will be needed to support actors working simultaneously to deliver programmes over different time frames in pursuit of collective outcomes. Short-term grants alone will not enable the achievement of those outcomes: although essential for disaster response, they need to be complemented by a broader range of financing options, such as risk-pooling, insurance, micro-levies and concessional loans to build resilience and strengthen national capacities in the longer term.

43. Predictable financing and risk-informed investment to support early action, encourage preparedness and strengthen recovery should be increased. Financing should be disbursed on a "no-regrets" basis to build resilience by delivering benefits and dividends, such as improved agricultural practices or strengthened social protection policies and safety nets, even if the anticipated hazard event does not materialize. Forecast-based financing and climate financing, including the Green Climate Fund, should be used to plan for and reduce the impact of extreme weather events.

44. Public-private partnerships can play a key role in supporting and encouraging risk-informed investment in support of resilience. The Connecting Business initiative, launched at the World Humanitarian Summit, supports the creation of networks to increase the scale and effectiveness of private sector engagement in disaster risk management with the United Nations, national governments and civil society in a coordinated manner. Other initiatives such as the newly formed Insurance Development Forum set out to support financing and insurance coverage for people in vulnerable countries by aiming to increase insurance coverage relative to total economic losses caused by disasters. The Principles for Sustainable Insurance initiative, a collaboration between the United Nations and the insurance industry, rallied leading insurance companies from around the world to reinforce their commitment to accelerating the implementation of the Sendai Framework through public-private partnerships. Such initiatives can promote risk-modelling methods and the use of insurance to incentivize investment in disaster risk reduction and technologies that help build resilience.

45. The Grand Bargain, an initiative by major donors, United Nations agencies and other stakeholders launched at the World Humanitarian Summit, forms an agreement between major donors and aid organizations on reform measures and commitments to make humanitarian financing more efficient and effective. Among other things, it will be a crucial step towards implementing the new way of working, reinforcing its core elements and monitoring progress with dedicated commitment areas, for instance on enhancing engagement between humanitarian and development actors and increasing collaborative multi-year planning and funding, with the aim of establishing a shared vision for collective outcomes.

46. Successful delivery of the new way of working will require tangible changes in analysis, planning, programming, leadership and financing at all levels. A set of concrete follow-up actions and initiatives with ambitious targets in those areas are needed to translate the vision into action.

V. Displacement

47. Every year, millions of people are forced to leave their homes because of disasters. Between 2008 and 2015, disasters forced 203.4 million people to leave their homes. According to the Internal Displacement Monitoring Centre, the likelihood of displacement by a disaster today is 60 per cent higher than in the 1970s. The increase is caused by multiple drivers, including population growth, rapid unplanned urbanization, economic development in hazard-prone areas and weather-related events. In the future, climate change, in combination with other driving factors, is expected to increase displacement because there will be more frequent and severe disasters.

48. While the vast majority of people displaced by disasters remain within their own country, cross-border displacement in the context of disasters and climate change is already a reality. The number of people displaced across borders is expected to increase further as climate change continues. For many, such as small island developing States and their people, climate change is an existential threat. National legislation and institutional and operational measures must be put in place, alongside regional cooperation frameworks, to prepare countries to receive, protect and assist those people who do not have the protection of refugee status. Host

countries and communities will require adequate and predictable longer-term support, including housing, employment, education, health care and other public services. To ensure all this, the Secretary-General calls in his Agenda for Humanity for adoption of an appropriate international framework, national legislation and regional cooperation frameworks by 2025 to ensure that countries in disaster-prone regions are prepared to receive and protect those displaced across borders without refugee status.

49. Actions such as strengthening preparedness and building resilience against disasters can help communities adapt more effectively to the adverse effects of climate change and avoid displacement. Measures such as planned relocation, with respect for people's rights and migration with dignity, should be included in national adaptation strategies, disaster risk reduction plans and sustainable development policies. Countries most vulnerable to climate change should have access to the Green Climate Fund in order to implement such activities.

50. The connection between climate change and displacement is recognized by the Paris Agreement, which established a task force to develop recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change. In addition, the two-year work plan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts includes an action area dedicated to migration, displacement and human mobility, with a focus on enhancing understanding of and expertise in the way the impacts of climate change are affecting such patterns.

51. The Nansen Initiative on cross-border displacement in the context of disasters and the effects of climate change culminated in the endorsement in Geneva, in October 2015, of the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change (Protection Agenda) by 109 States. The Protection Agenda consolidates a set of practices and policy options on ways of preventing, preparing for and addressing disaster displacement, both internal and cross-border, and more effectively protecting and assisting persons displaced in the context of disasters and climate change.

52. To follow up the Nansen Initiative and implement the recommendations of the Protection Agenda, the Platform on Disaster Displacement was launched in May 2016. The Platform will address knowledge and data gaps relating to why, where, when and how people are displaced in the context of disasters and climate change. It will promote the use of effective practices in protecting those who have been displaced across borders and managing the risk of displacement due to disasters in the country of origin, including voluntary migration with dignity and planned relocation with respect for people's rights. It will promote policy coherence and mainstreaming of human mobility challenges in and across policy and action areas such as humanitarian action, disaster risk reduction, climate change adaptation, migration management and development assistance. It will further promote policy and normative development in areas where there are gaps, such as providing safe pathways and protection measures in the absence of refugee status. The Platform offers an important vehicle for Member States, international organizations and other relevant actors to enhance cooperation and coordination and ensure a comprehensive approach to cross-border displacement due to disasters.

53. Together, the Sendai Framework, the 2030 Agenda, the Paris Agreement, the World Humanitarian Summit, the high-level plenary meeting of the General Assembly to address large movements of refugees and migrants, to be held in September 2016, and the Habitat III conference scheduled for October 2016 provide a historic opportunity for committed collective action to strengthen preparedness and response capacity in order to protect and assist more effectively people at risk of displacement by disasters and climate change. The needs of displaced persons and the reduction of disaster-related displacement risks are prominently addressed in the Sendai Framework. The 2030 Agenda recognizes the importance of addressing forced displacement as part of sustainable development, and commits to leaving no one behind, including people in the context of displacement. This will provide people who are displaced with a chance of a better life in dignity and self-reliance, to pursue their aspirations and to benefit from and contribute to sustainable development in their host communities. The promotion, protection and fulfilment of human rights will be critical to those efforts.

54. Displacement is a complex challenge that requires short-term and long-term support and coordinated solutions rooted in humanitarian, development, political and human rights action. General assumptions that disaster displacement is short term and temporary may lead to the neglect of people in need of protection and assistance. In reality, displacement in the context of disasters and climate change often recurs and can last years or decades, eroding resilience and trapping people in poverty and further cycles of crisis. To prevent, reduce and resolve displacement induced by disasters and climate change, political resolve and major changes at all levels are needed, together with new approaches and partnerships that transcend the "silo" mentality.

55. There will be no sustainable solutions while the risk of disaster and displacement has not been reduced or community resilience strengthened. Strengthened monitoring of the situation of people displaced by disasters and collection of data over time are needed for evidence-based measures to prevent and mitigate the risk of displacement becoming protracted or chronic. Currently, the dynamics and impact of displacement associated with slow-onset disasters such as drought are poorly understood and reported. Greater attention is needed to avert, minimize, identify and respond to displacement in the context of slow-onset disasters and gradual environmental degradation, including the impact of recurrent drought and desertification on livelihoods, food security and migration and displacement patterns. Collection of reliable data on displacement and migration, as well as on the needs of people in slow-onset disasters and gradually deteriorating situations, is important for timely, well-targeted policy and operational responses. Stronger technical capacities are needed to address challenges related to availability of land, resources for housing and other rights and services in the context of displacement.

56. The collective commitment to leave no one behind requires policy, operational and financial measures, not only to meet the needs of the most vulnerable people, including displaced persons in situations of conflict and disaster, but also to reduce their risk of becoming displaced in the first place, through measures such as disaster risk reduction, climate change adaptation and sustainable development. A human rights perspective in this regard will be crucial, as the individuals and communities most at risk of discrimination, marginalization and exclusion are also likely to be the most vulnerable in the context of such displacement, both internally and across

borders. National legislation, policies and capacities are important for the protection of displaced persons and their integration into national social safety nets, education programmes, health systems, labour markets and development plans, while recognizing them as socioeconomic assets and contributors in local markets and private sector activity. National resources and international financing should be directed towards national and local systems that address the needs of internally displaced persons and their host communities. Also key is the further accession to and strengthened implementation of national, regional and international laws and policy frameworks, such as the Guiding Principles on Internal Displacement and the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa.

57. Humanitarian and development actors, local authorities and the private sector should work collectively, across mandates, in multi-year frameworks and avoiding the silo mentality, to end aid dependency and promote the self-reliance of internally displaced persons. This new approach to meeting immediate humanitarian needs and longer-term development outcomes to enhance the resilience and self-reliance of displaced persons and host communities is important in order to reduce internal displacement significantly, including working towards the target of a 50 per cent reduction by 2030. More support, through strengthened multilateral financing instruments and other mechanisms, needs to be provided to communities hosting displaced populations or receiving large numbers of returnees in order to address the humanitarian and socioeconomic impact of displacement.

58. Displacement is an increasingly urban phenomenon and challenge. Habitat III offers an essential opportunity to ensure that towns and cities are able to manage internal displacement, recognizing the existing vulnerabilities and poverty in urban areas, and the added strain that displacement can place on local services. The Global Alliance for Urban Crisis, launched at the World Humanitarian Summit, put a specific emphasis on the needs of displaced people, in the context of disasters and elsewhere, recognizing that their specific vulnerabilities and the needs of local communities have to be taken into account in urban planning, infrastructure and services.

VI. Recommendations

59. On the basis of the present report, the Secretary-General makes the following recommendations:

(a) Member States, humanitarian and development organizations and other stakeholders should ensure a comprehensive and coherent approach at the global, regional, national and local levels to El Niño and La Niña events, including by strengthening forecasting, early warning, prevention, preparedness, resilience-building and timely response, supported by effective leadership and predictable, adequate and early funding, in regions, countries and communities likely to be affected;

(b) Member States, the United Nations and humanitarian organizations should further promote ways to enable governments to manage and respond to disaster and climate risks, including by providing support for and strengthening national and local leadership, preparedness and response capacities, and to build

resilience, taking into account the differing needs of women, girls, boys and men of all ages;

(c) The United Nations should continue to increase its support for Member States in their prioritized implementation of the Sendai Framework, including through the revised United Nations Plan of Action on Disaster Risk Reduction for Resilience to ensure that the implementation of the Sendai Framework most effectively contributes to a risk-informed and integrated approach to the achievement of the 2030 Agenda, in particular through building resilience against disasters and climate change and supporting national and local preparedness and response capacities;

(d) Member States, the United Nations, humanitarian and development organizations and all stakeholders should pursue, by working across institutional divides and agendas in a mutually reinforcing manner, closer collaboration and coordinated approaches in building resilience to disasters and climate change to ensure a transformative impact in the lives of vulnerable people, leave no one behind and achieve the Sustainable Development Goals;

(e) Member States and regional organizations should work together to strengthen regional cooperation to improve national and regional capacity to understand risks and prepare for and respond to disasters in support of national efforts, including by exchanging experiences in the use of different models in other regions;

(f) Member States, in line with the call in the Sendai Framework, should promote regular disaster preparedness, response and recovery exercises, with a view to ensuring a rapid and effective response to disasters and related displacement and to promoting international cooperation to build resilience and reduce disaster risk, including displacement risk;

(g) The United Nations and its partners should transcend humanitarian-development divides and work together towards collective outcomes for the most vulnerable people aiming to reduce need, vulnerability and risk over multi-year time frames. This must be enabled by effective leadership and flexible financing, on the basis of the comparative advantages of a diverse range of actors and a shared understanding of needs and risks in a given context including, in particular, recurring natural hazards, and by recognizing the importance of humanitarian principles for humanitarian action;

(h) Member States, the international financial institutions and the private sector should mobilize predictable and flexible multi-year financing to achieve collective outcomes, while making use of different financing instruments, directed at the actors identified as having the comparative advantage to achieve the collective outcomes, and informed by priorities identified by affected people, data and analysis. This should involve using existing resources and capabilities more effectively, while mobilizing new partnerships for additional resources and capabilities in support of achieving collective outcomes;

(i) Member States, the international financial institutions, the United Nations, humanitarian and development organizations, the private sector and other stakeholders should work to ensure that all investment in sustainable development is informed by risk;

(j) Member States, the United Nations, humanitarian and development organizations and other stakeholders should adopt a new approach to meet immediate humanitarian needs and achieve longer-term development outcomes to enhance the resilience and self-reliance of displaced persons and host communities, inter alia in the context of disasters and climate change. In this regard, safe, dignified and durable solutions should be promoted and supported through coherent international, regional and national efforts that recognize both the humanitarian and the development challenges of displacement, and by taking the necessary political, policy, legal and financial steps required in specific contexts;

(k) Member States, the United Nations, humanitarian and development organizations should enhance cooperation and coordination to ensure a comprehensive approach to cross-border displacement in the context of disasters and climate change, including options on how to prevent, prepare for and address such displacement in order to protect and assist persons displaced in such contexts more effectively, including the use of humanitarian measures such as temporary protection and humanitarian visa and through voluntary migration with dignity and planned relocation, with respect for people's rights;

(l) Member States, the United Nations, humanitarian and development organizations and other stakeholders should enhance understanding, analysis, monitoring and assessment of the dynamics and impacts of displacement in the context of slow-onset disasters and gradual environmental degradation, and strengthen data collection, disaggregated by sex and age, and policy and operational responses in this regard;

(m) Member States should work closely with the United Nations, local governments and other relevant actors to ensure more effective disaster preparedness and response in urban areas, inter alia to address internal displacement while recognizing the specific vulnerabilities and needs of internally displaced persons and host communities, and should give due consideration to those issues at Habitat III and in the implementation of its outcomes.